26: Rao E-5 (1946-7) 1954 AW1 India
Telugu AW 17

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CHAPTER IV

Structure and Working of Panchayats in Madras

Section I: Village Panchayats in Madras

PART I

Administrative and Legislative Position of Village Panchayats on the Eve of the Enquiry

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623 The idea of reviving the age old Panchayats in Madras got a momentum from the time of the Royal Commission on Decentralization. A Committee called the Local Self Government Committee, composed of officials and non-officials, was appointed in 1882. As a result of the recommendations of this Committee, the Local Boards Act of 1884 was passed recognizing the village as the unit of administration and authorising the formation of village unions in villages of more than 3000 population and Panchayats in villages with population of 3000 or less with permissive powers and limited authority for taxation. But, these unions could not be very popular as there was a division of loyalties and conflict of jurisdictions. The people were reluctant to pay taxes, without adequate returns, while the unions continued to be mere tax-collecting agencies without providing any amenities like village sanitation or education. Their inability to provide any facilities raised doubts as to the ability of Panchayats or unions to hold their own. This made the task of the succeeding legislators extremely difficult. No definite action was taken on the recommendation of the Royal Commission on Decentralization for a long time. In 1915, the Government of India resolution was passed favouring formation of Panchayats in selected areas with permissible powers and limited authority in matters of taxation. Unions were formed in villages with more than 3000 population and informal Panchayats in villages with population of 3000 or less. Still, the number of unions did not increase very much. By 1916-17, the number was only 464 and went up to 527 in 1920-21. As the unions had no tax collecting authority they had to depend on their abilities to persuade the villagers to pay them some taxes for undertaking any works of public benefit. Neither the Provincial Government nor the Local Boards gave them any contributions. In the contest of such discouraging circumstances all round, the unions could not make much headway. After the Montague

Chelmsford Reforms in 1919, the Local Self-Government became a provincial subject. The Madras Village Panchayat Act was passed in 1920, with functions of 1. construction and maintenance of roads, villages and bridges, buildings; 2. lighting of streets; 3. construction of drains; 4. cleaning of streets, removing of prickly pear, construction of latrines, construction, maintenance and repair of burning and burial grounds; 5. sinking wells and making bathing ghats; 6. control of cattle stands, and thrashing floors; 7. Control of rest houses; 8. extension of village sites; 9 enforcement of vaccination; 10. registration of births and deaths; 11. maintenance of latrines; 12. construction of pounds; and 13. maintenance of other public utility services, delegated powers from Local Boards such as control over markets and cart-stands, control of fisheries, establishment and maintenance of village schools, provision of medical relief, etc.

As the legislation of 1920 was only an enabling one, and not a compulsory measure, village Panchayats could not make much headway. By the end of 1924-25, their number was only 579, but, later on they were able to make progress, because of the appointment of a Registrar-General of Panchayats. Mr. N. Gopalswami Iyengar was the first Registrar-General, and he was rightly regarded as the father of the modern Panchayat Movement in Madras. The development of Panchayats during this period had to depend mostly on the efforts of honorary organisers as there was no regular subordinate supervisory staff under the Ragistrar-General. This Act fixed the age limit of a voter at 25 and prescribed 7 to 15 members to a Panchayat. It did not provide for any reservation of seats to minorities or for ex-officio membership of the village officials. Even on the testimony of their administration reports there were no regular meetings in several Panchayats. Most of them had not even establishments of their own. Often, the President of the Panchayat used to do all the clerical work. But all the same, the period from 1920 to 1930 was considered to be the Golden Age of Panchayats, in Madras. The number of Panchayats increased from 579 in 1924-25 to 4,479 in 1931-32.

There were certain inherent defects in the Madras Village Panchayats Act of 1920, which hindered their progress. Functions like the removal of noxious plants from village sites, performance of kudimaramat work, distribution of water, the maintenance of watch over-crops, sanitation and conservancy, repairs of drinking water services and provision of educational facilities, control over village artisans, etc. were entrusted to them (Sec. 12). But their

652 financial position was very precarious (Sec. 25). The Act did not
623 provide for any compulsory taxes, though many sources were
642 suggested. Most of the Panchayats depended on collections from marriages, kolagaram taxes, taxes on artisans and loans, oil-mills, factories, rice mills, market fees and collections from temporary stalls and festivals etc. No coercion in the matter of these collections was ever allowed. The Registrar-General of Panchayats was in charge of supervision and control of these bodies.

642 The position was changed in 1930 with the passing of the Madras
623 Local Boards Act. While the existing office of the Registrar-General of Panchayats was abolished, in its place the office of the Inspector of Local Boards and Municipal Councils was created with four Deputy Commissioners under him. For every district, a District Panchayat Officer and under him one or two Assistant Panchayat Officers were usually sanctioned.

A. Structure: With regard to the functions of the village Panchayat, there was no change. Even the electoral qualifications were the same as for the District Boards and Legislatures. Only the number of members was changed from 8 to 16 instead of from 7 to 15. But, even this had nothing to do with the proportion of local population in the village. Another change was the provision of reserve seats for Christians, Muslims and Harijans in the Panchayats. By section 49, a provision was made to supersede a Panchayat for one year or so, if its working was not satisfactory.

652 **B. Finance**: There was some improvement with regard to the
651 resources of the Panchayat. From 1930, 1/6 of the land cess was granted to Panchayats and from 1934, the period of the abolition of the Taluka Boards, this was increased to 1/5. Besides this, there was provision for house tax, sales tax, profession tax, festival tax, Pilgrim tax, tax on cart-stands, bus stands, fishery rentals, grass sales proceeds, fees from public markets, slaughter houses, licences from D. N. O. trades, fairs and festivals, ferry rentals, warrant and destraint fees, magisterial fines, fines for encroachment, fees from Public Resort Act, Food Adulteration Act, Town Nuisance Act, as extended from the District Municipalities Act, etc. (Vide Schedule 4 of the M. L. B. Act of 1930). To these later on, were added the entertainment tax, stamp duties, registration surcharges, income from usufruct of avenues, scavenging fees, grants-in-aid of education, public health, medical help, libraries, water supply, and public works. For long time the land cess remained to

623 threshing floors, topes, and other poramboke used by the villagers in common, (d) the extension of village-sites and regulation of building, (f) the registration of births and deaths, (g) the control of pounds, (h) village protection, (i) improvement of agricultural stock and agriculture, (j) the promotion and encouragement of cottage industries, (k) the opening and maintenance of elementary schools, (l) the establishment and maintenance of Panchayat dispensaries, (m) gratuities to its officers and servants, (n) contribution to Joint Committee under Section 30 for any purpose in which the Panchayat is jointly interested and all other measures of public utility calculated to promote the safety, health, comfort or convenience of the inhabitants of the village, which are not included in any of the clauses relating to the District Board (vide Schedule 5 of the M. L. B. Act, 1930).

[652] **D. Supervision and Control:** The Panchayats were to submit copies of their budgets to the District Board, to the Collector and to the Inspector of Local Boards at Madras. The District Board and the District Panchayat Officer were expected to scrutinise the several items of income and expenditure.

The District and Assistant Panchayat Officers were to supervise the working and report on their progress to the Inspector of Local Boards. The reports of the minutes of the meetings would be recorded and reported to the District Board. Whenever a Panchayat was not working properly, and continued to be in an unsatisfactory condition for long, Section 45-A provided for the supersession of that body for an year and sometimes to another six months, when the administration would be entrusted to a special officer.

642 623 [622] [624] [651] In 1941, the advisory regime in Madras wanted to introduce some reform in the matter of Panchayats and as such prepared a bill with the following provisions:— 1. introduction of ex-officio membership of the village headman, who was also to be eligible for Presidentship, 2. creation of whole-time executive officers for major Panchayats and the appointment of Village Karanams as Honorary Executive Officers of minor Panchayats, 3. supervision and control of Panchayats by the District Collector, the Revenue Board being the co-ordinating body over the Collector, 4. compulsory levy of a house tax and an additional levy of 3 pies of land cess, and 5. provision for the appointment of a nominated Panchayat. A Committee was appointed to examine this bill. This advisory Committee reported that 1. the District Collector should be entirely divorced from Panchayat administration, 2. the Board of Revenue need have nothing to do with the Panchayats, and instead the post of a Registrar-General should

be created, 3. Panchayats should be created compulsorily in all villages in 5 years, 4. Village Officers should be precluded from Panchayats, though the headman might function as a temporary President for short periods in the absence of the President, 5. adult franchise for all men and women of 21 years of age and the system of ward division and voting by ballot should be introduced in all Panchayats, 6. only Panchayats with a normal income of Rs. 5000 and more should have whole-time paid executive officers, 7. the levy of house tax and vehicle tax should be made compulsory, but the proposed additional land cess of 3 pies should be optional, and 8. there should be no nominated Panchayats. 623 642 [624] [641] [651]

The only effect of this bill was an amendment that was introduced to the Madras Local Boards Act of 1920, by Act XIX of 1943, by which, whole-time executive officers had been appointed to all major Panchayats, and such of the minor Boards as had been notified by Government in this behalf. In April 1946, the Madras Village Panchayats Act of 1946 was published along the lines of the bill of 1941, with some modifications.

The power of Collector in the matter of supervision and control of Panchayats in the District was retained, though he was to function, subject to the control of the Registrar-General, who was to be the provincial supervising authority in the place of the Board of Revenue, originally provided in the Bill of 1941. The ex-officio membership of the Village Headman and his eligibility to exercise the presidential functions in the absence of the President or Vice-President through the Karanam as Honorary executive authority of the minor Panchayats, assigned in the Bill of 1941 was dropped out. The clauses for the Amendment Act of 1943 providing for the appointment of whole-time executive officers for notified Panchayats, had been incorporated in the new Act also. The provision made in the Bill of 1941 for nomination of members had been retained, though it was to be resorted to only in special circumstances, such as fraction or disorder in the village. [622]

But this Act was kept in abeyance while the Congress Ministry were thinking of introducing a thoroughly new Act.

At the time of the survey in 1947, the Panchayats were being governed by the Madras Local Boards Act of 1930. There had been no elections since 1939. Only the old Panchayats were continuing in power.

Literacy: Literacy test to the members of the Panchayats was never seriously taken by the Madras Government. Only the Vice-president and the President were found to be invariably literate except in a few instances, and even there, local importance and weight of authority served as the best springs of administrative efficiency rather than the test of literacy. 212 623

The Election of the Panchayat President: This sometimes led to village disturbances and party factions, but, the remedy did not appear to get him elected by the villagers as a whole, instead of by the Panchayat. 666 578

Village Officials: The idea of associating the village officers: the Karanams and the Munsif, as the ex-officio members of the Panchayat attracted the attention of the framers of the Madras Panchayat Bill of 1941, "in order that their experience and influence may be at the disposal of the Panchayat," but, this was strongly opposed by the reformers of the Local Self Government who felt that these village officers were no longer the natural leaders, but salaried officials of the Government and hence unfit to participate in matters of village administration entrusted to a purely honorary body. Another reason that was often adduced against them was that both of them might generally be leaders of two opposing parties and their entrance into the Panchayat would simply wreck its working. 624

Executive of the Panchayat: Under the amendment of the Madras Local Boards Act in 1943, the Government of Madras appointed executive officers to Panchayats. The executive authority had 1. to carry into effect all the resolutions of the Board, 2. to perform all the duties and to exercise all the powers specifically imposed or conferred on the executive authority by the Act; in fact, whenever it was expressly so provided for the sanction of the Board and subject to all other restrictions, limitations and conditions hereinafter imposed, 3. to exercise the executive power, for the purpose of carrying out the provisions of the Act and 4. to be directly responsible for the due fulfilment of the Act. (Sec. 24-B of the amendment to the Madras Local Boards Act 1943). He was to carry out all the resolutions passed by the Panchayat, but this obligation was limited to legal resolutions alone. 642 647

The executive officer was the custodian of all Government Records though the President had free access to them. All the official correspondence addressed to the District Board, or the Provincial Government had to pass through the President. While

647 the executive officer could participate and discuss in the meetings
642 of the Panchayats, he had no right of voting or moving any Resolution.

647 There were three grades in the pay scales of the executive
465 officers. The 1st grade Panchayats were those with an income of Rs. 20,000/- or above; they had executive officers on a pay of Rs. 80/- to Rs. 100/-. The 2nd grade Panchayats with income of Rs. 10,000/- to 20,000/- had their executive officers on a scale of Rs. 65/- to Rs. 80/- whereas the 3rd grade Panchayats with income of Rs. 5,000/- to Rs. 10,000/- paid Rs. 50/-to Rs. 65/- per mensum to their executive officers. These officers were directly recruited, trained and sent to the Panchayats by the Inspector of Local Boards except in a few cases where clerks from District Boards were also promoted as executive officers.

647 The executive officer and the Panchayat had an irreconcilable
623 hostility as a general rule. This had been the lot of most Panchayats, since legislation did not definitely describe their relative position and responsibilities.

The minor Panchayats had no executive officers. They had usually either part-time clerks or village teachers as their executives. In some places, the clerk of the cooperative society was also the executive of the Panchayat. There was no uniform practice in this regard among the minor Panchayats. In any contemplated reform the position of the executive with regard to the minor Panchayats too, must be finally decided.

Previous to the appointment of the executive officer, the appointment of the establishment personnel was entirely a concern of the President and the members of the Panchayat. But, since his appointment, the recruitment of the staff was handed over to him and he was to appoint the clerks, bill collectors, mistries, sanitary inspectors, and overseers, subject to the consent of the departmental heads concerned. This method had been devised to save the Panchayat staff, from being entirely at the mercy of the members of the Panchayat, who would have appointed them today and dismissed them tomorrow or forced them to become parties to village politics, supporting one party against the other. To keep up the integrity of the Panchayat, the services were now provincialised, and the staff members could also be transferred from one Panchayat to another.

692 The Village Panchayat Courts were for a group of villages with powers to try cases upto Rs. 200/- without legal practitioners. The Court Members were elected by all adult residents in the village. The number of members varied from 5 to 12 and each member held office for 3 years.

311 Forest Panchayats were elected by the cattle-owners of the village and then the Panchayat elected its President. The Forest Panchayats were allowed to levy fees for grazing and fuel collection, and then they were vested with certain statutory powers. They were under the control of the Revenue Department.

312 Besides these, there were Irrigation Panchayats elected by all landholders of the village who got water from the sluice. These were under the control of the Revenue Dapartment.

871 Then there were the Village Panchayat Schools. Each village with a population of 500 or more could, on application, have a grant of Rs. 180/- for a school-teacher and an initial grant of Rs. 80/- to start a school in the Panchayat area. There were about 800 Panchayat Schools in Madras by about 1928.

642 ● Last, but not the least, was the jurisdiction of the Panchayat in its present constitutional set up. The Statute in force did not allow the Village Panchayats any control over the Panchayat Court or Irrigation Panchayat or Forest Panchayat, wherever they existed, though Panchayat Schools alone were entrusted to Village Panchayats wherever they existed. These are discussed in latter sections of this chapter.

B. Finance: (Table No. 19)

651 **Local Fund Cess:** This was the main source of income to Panchayats in Madras as everywhere else. It was usually 1/6th of the total local fund cess of the Local Boards, soon after the abolition of the Taluk Boards in 1934, it was increased to 1/5th of the District Board Cess. But, the grant of the local fund cess to Panchayats was not based on any rational principle of local finance. In fact, the proportion, each Panchayat got, bore no relation to population, prosperity, poverty or administrative requirements. While a Panchayat situated in an irrigated area got local fund cess as its share, in proportion to the larger land revenue collected from the village. Panchayats existing in the dry areas got positively less local fund cess, in view of the lesser land revenue collected therein.

schemes of administration which were conducive to social welfare in the local areas and when once the Panchayat was rehabilitated, fresh elections were held and it was given over to the new Board. This suspersession of the working of the village body by its own elected representation was considered to be a punishment for the village which did not play fair with the functions entrusted to it. 623 [687]

Audit of the Panchayat Boards: The major Panchayats were audited once in a year by the lower grade sub-ordinate staff of the Accountant General's Office, while the minor Panchayats were audited by the District Panchayat Officers. But the inadequacy of audit staff left the position of acounts in a very unsatisfactory state.

D. Supervision and Control: The District Boards, the District and Assistant Panchayat Officers supervised the working of the village Panchayats. Usually there was one District Panchayat Officer with one or two assistants under him in each district. As they had to do in addition to supervision, inspection work regarding elections and propaganda also, the time left at their disposal for Panchayat supervision was not much with the result several Panchayats remained uninspected for a long time.

PART III

Observations

A. Structure: The classification with regard to the grades of Panchayats was not systematic. Panchayats which for long ceased to be in the 3rd grade and could be placed in the 2nd grade and the 2nd to 1st grade were not changed but were retained in their old grades. No attempt was ever made to regularise this procedure. There was also no proportion between the population of the Panchayats and their membership. The provision of the seats for the depressed classes, Harijans and Muslims was strictly in accordance with the proportion to their population. Women members were totally absent. Ex-officio membership of the Munsif was provided but later on was eliminated on the pretext that his co-option on the Panchayat might intensify village politics. This did not appear to be justifiable because his elimination from the Panchayat meant the loss of his useful services and those of his hereditary servants. Devoid of any share in Panchayat administration the village officials just did the revenue and police work entrusted to them and remained outside the current day to day administration of the village. The salaries paid to them and to their hereditary servants were very unattractive. Besides the Inams they 642 623

642 623 [666] had, they got usally no other remuneration. Still they continued to do the village watch and ward and police work too. In view of the declining importance given to them so far, they had to be properly readjusted in the new village set up. The method of election in the major Panchayats was by ballot, but in the minor Panchayats election by show of hands was the practice in the majority of cases. Representation by wards or hamlets was in existence only in some of the Panchayats, but to avoid village conflicts the system was highly desired by most of them. Panchayats were not found in all villages which were fit to be Panchayats as their formation was not compulsory according to the statute. Cast composition of the Panchayats was predominently Non-Brahmins. There appeared to be some difficulty in filling up the casual vacancies as no regular reports were sent to the Panchayat Officer. One Panchayat in one village seems to be a better practice though no difficulty was seen even in the working of Joint Panchayats. Election versus nomination of members in the matter of superseded Panchayats was for long a matter of controversy; some like Mr. K. Jayaraman (in A study of Madras Panchayats) upholding a nominated Panchayat and others holding a fresh election to the Panchayat to be a better solution. Instead of these two, the best thing appears to be to leave the matter in the hands of an administrator for sometime. As the nominated bodies would not be expected to look to the daily administrative work of the Panchayats, it is a relief that executive officers are appointed to these Panchayats.

The different village authorities like the Village Panchayat, the Panchayat Court, the Panchayat School, the Irrigation and Forest Panchayats worked with separate constitutions under the control of separate authorities. It is a matter for earnest consideration whether all functions cannot be entrusted to a single Panchayat with expanded membership and more sub-committees to look after these different functions.

Again as there is no statutory obligation for the creation of Panchayats for a village of a fixed population as in Bombay, their progress stands to be slow.

651 **B. Finance**: The revenues at the disposal of the Madras Panchayats were more in comparison to those at the disposal of Panchayats in other States.

The share of the local fund cess distribution to the Panchayats was not based on any scientific basis; a Village Panchayat situated in an irrigated area got more, while a Panchayat in a dry

651 Sometimes a good deal of income was also lost by Panchayats due to non-imposition of cart and bus stand fees. Though 90 per cent of the entertainment tax proceeds were given to the Panchayats after deducting 10 per cent by the Commercial sales tax department towards collection expenses, still some of them demanded the right of collection too, as they expected to collect it at lesser cost. Again revised rates of profession tax only meant an unnecssary sacrifice of useful local revenue to Panchayats and these could be revived with profit. Registration surcharges need to be collected more rigorously by the Panchayats. Vehicle tax and animal tax ought to be made obligatory, instead of being optional.

A good deal of disparity existed in the case of license fees too, both in the number of articles on which they were imposed as well as the rates at which they were collected. They differed between wide extremes from Panchayat to Panchayat. Panchayats were not properly surveyed before encroachments were booked. Proper care was always not taken before enforcing Food Adulteration Act with the result, the benefits were not commensurate with the expenditure incurred for the examination of the samples of adulterated food stuffs. Money was also lost by Panchayats because of the non-imposition of octroi duties, sales tax in fairs and festivals, pilgrim tax, forfeiture of income from bull fights and similar other local entertainments.

642 647 **C Functions**: Due to an amendment to the Madras Local Boards Act in 1943, the Government had appointed executive officers to all the major Panchayats, to carry into effect all the resolutions of the Board, to perform all the duties and to exercise all the powers entrusted to them. But the legislation was not clear cut in regard to the position of the executive officer's powers, his status vis-a-vis the Panchayat. Whether he was superior or sub-ordinate to the Panchayat or independent of its control was also never made clear. While his pay and allowances were met with by the Panchayat, he was appointed, transferred, punished or removed only by the Provincial Government. While the Panchayats felt that the executive officers were sub-ordinate to them, some executive officers felt that they were independent of Panchayats, while some others thought themselves to be superior to Panchayats. To add to the curious ambiguity of their position, the pay and emoluments of these officials were also very low, with the result, that it was very difficult to attract the best young men for this service. They had a few powers like making appointments of the staff instead of allowing this to be done

by the Panchayat Board. This was intended to prevent nepotism and party politics in the matter of official appointments. But this change in the method of appointment alone would not attract better staff unless the existing poor salary scales of the Panchayat staff are revised for the better. 642 647

The Panchayat staff should also not be allowed to be stationary, but with a view to gaining experience, they should be transferred at least from one Panchayat to another in the same district, while the executive officer, supervisor, sanitary inspector, mistry could be made to move throughout the division which was equivalent to ¼th area of Province as the present scales of pay do not allow them to move with comfort to longer distances. The creation of a Local Board Civil Service and recruitment of staff through the Public Service Commission by examination may prove better than leaving the appointments to the discretion of the executive officer because even he could be accused of partiality as the village Panchayats are always full of party politics. Panchayats expect the executive officer to join one side or the other and if he does not do that, make life impossible for him. His statutary position is such that he cannot stear clear of all such obligations and still be independent. While the Panchayats want them to be at their mercy, to appoint them and to dismiss them as they like; the executive officers prefer the total absence of any Panchayat control over them. They want to remain State servants, appointed, punished and dismissed only by the State. There was overwhelming evidence to support such a claim. There were instances where the executive officers had run away when they were dastardly attacked by the Panchayat members because their vested interests were touched. Another executive officer was threatened with death by a Panchayat member who raided his house at midnight, because of the higher rates he charged to his favourite hotel keeper. The executive officer in another Panchayat had to literally run away from the Panchayat Board to the Railway Station to save his life from the dangerous fury of the Panchayat members for having converted the house tax valuation from capital to rental basis. Another Panchayat sent wires to the Inspector of Local Boards and the Local Government Minister, stating that the Executive Officer had absconded with funds and a dead-lock was created in the working of the Panchayat, when he was only in a town and went there to see the District Collector. 623 [624] 578 647

None of the Panchayats either major or minor were able to undertake all the obligatory and optional functions. 623

Table No. 18—Constitutional Aspects of the Village Panchayats in Madras

Serial No.	Name of the Village	District	Date of Starting	Grade	Population	Number of Members	Reserve Seats: Muslims	Reserve Seats: Christians	Reserve Seats: Harijans	Reserve Seats: Women	Ex-officio Members †	Method of Voting ‡	Brahmins	Kshatriyas	Kapus	Kammas	Telagas	Lingayats	Weavers	Komatis	Kamsalas	Artisans	Reddis	Adi-Andhras	Muslims	Christians	Hamlets	Wards
1	Amalapuram	E. Godavari	1890	I	30000	16	2	...	1	...	...	B	2	...	6	...	2	...	...	3	...	...	1	2	...	...	2	14
2	Tuni	,,	1883	I	13053	15	...	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	13
3	Bhimavaram	W. Godavari	1892	I	32000	12	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	9
4	Narsapur	,,	1894	I	30000	14	1	1	1	...	...	B	8	...	...	2	...	...	...	1	...	...	...	...	...	...	3	11
5	Guntakal	Anantapur	1916	I	36000	16	1	...	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	12
6	Mandapeta	E. Godavari	1891	II	13010	16	1	...	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	5	9
7	Rameshandrapuram	,,	1894	II	12868	14	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	11
8	Tadepalligudam	W. Godavari	1932	II	13000	12	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3	12
9	Tanuku	,,	1894	II	15000	15	1	1	1	...	...	B	1	...	2	5	...	...	...	2	...	...	...	...	...	...	4	12
10	Nidadavol	,,	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
11	Vuyyuru	Kistna	1894	II	10000	8	1	1	1	...	...	B	1	...	1	1	...	...	...	1	1	...	...	3	...	...	2	9
12	Nuzvid	,,	...	II	14000	15	2	1	...	...	...	B	...	...	...	3	12	...	...	...	...	...	...	...	...	...	3	13
13	Jaggayapeta	,,	1896	II	12000	16	1	1	...	...	...	B	2	1	3	5	3	...	...	...	...	...	...	...	...	...	...	14
14	Kovvur	W. Godavari	1869	II	9933	12	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	8
15	Velpur	,,	1918	III	10046	13	...	1	1	...	...	B	...	...	...	8	...	...	...	...	...	...	1	1	1	...	3	11
16	Attili	,,	1894	,,	9811	10	...	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	1	...	...	...	3	8
17	Ujjili	,,	1919	,,	6385	9	...	...	1	...	...	B	...	2	2	4	...	...	...	...	...	...	1	...	...	...	2	8
18	Akividu	,,	1895	,,	9872	12	1	1	1	...	...	B	1	...	3	3	...	...	...	...	...	1	2	3	...	...	2	8
19	Achanta	,,	1884	,,	15000	10	...	1	1	...	...	B	...	1	7	...	...	...	...	...	...	...	1	1	...	...	2	10
20	Penukonda	,,	...	,,	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
21	Pentapadu	,,	1894	,,	7931	9	1	1	1	...	...	B	...	...	3	3	1	...	...	...	...	...	2	2	...	...	2	8
22	Ganapavaram	,,	...	,,	8000	11	1	1	1	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11
23	Razole	E. Godavari	1914	,,	5897	11	1	...	1	...	...	B	4	...	5	...	...	...	...	...	...	...	1	1	...	...	3	7
24	Gudur	Kistna	1917	,,	4810	10	...	...	...	...	...	B	1	1	3	...	...	...	...	...	...	...	1	...	...	...	3	8
25	Pedana	,,	1890	,,	10000	16	1	1	1	...	...	B	1	1	1	2	1	...	...	...	...	...	...	...	...	...	4	14
26	Kantaram	,,	1917	,,	4600	11	...	...	...	...	S O	B	1	1	...	...	...	...	...	...	...	...	...	...	...	...	4	9
27	Pamaru	,,	1894	,,	10000	14	1	...	...	...	...	B	2	1	...	...	...	...	...	7	...	1	3	...	...	...	7	6

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(*Table No. 18—Contd.*)

Serial No.	Name of the Village	District	Date of Starting	Grade	Population	Number of Members	Reserve Seats: Muslims	Reserve Seats: Christians	Reserve Seats: Harijans	Reserve Seats: Women	Ex-officio Members †	Method of Voting ‡	Brahmins	Kshatriyas	Kapus	Kammas	Telugas	Lingayats	Weavers	Kamatis	Kamsalas	Artisans	Reddis	Adi-Andhras	Muslims	Christians	Hamlets	Wards
29	Parvatipuram	Vizagapatam	1887	III	20000	13	1	1	1	...	S.O.	E	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	13
29	Bobbili	"	1886	"	21670	16	1	1	1	...	...	E	1	3	3	...	3	...	1	2	...	...	...	...	...	...	...	12
30	Salur	"	"	"	20580	16	1	...	...	...	...	E	...	...	15	...	...	...	...	...	...	...	...	...	...	...	...	14
31	Madugula	"	"	"	8364	11	...	...	...	...	...	E	4	3	3	1	...	...	...	...	...	...	...	1	1	...	...	9
32	Chodavaram	"	"	"	11341	13	...	...	1	...	...	E	4	3	3	1	...	...	...	...	...	...	...	1	1	...	5	13
33	Kasimkot	"	1867	"	8000	13	1	1	1	...	S.O.	E	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11
34	Yellamanchili	"	"	"	14075	13	1	1	1	...	...	E	2	2	1	2	2	...	...	...	1	...	...	1	...	...	...	9
35	Dharmavaram	Anantapur	1886	"	16000	13	1	1	...	...	S.O.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	13
36	Kadiri	"	...	"	16033	14	1	1	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	14
37	Gooty	"	1838	"	15000	16	1	1	2	...	S.O.	E	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	13
38	Penu Konda	"	1886	"	5906	13	1	...	1	...	...	E	4	...	2	...	...	1	...	...	...	...	...	1	...	5	...	11
39	Dhone	Kurnool	1886	"	15000	11	1	1	...	...	...	E	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	9
40	Nandikotkur	"	1894	"	10000	11	1	...	1	...	...	E	...	...	1	1	...	2	6	...	...	...	...	...	...	...	...	9
41	Pattikonda	"	1894	"	10000	13	1	...	1	...	...	E	...	...	1	1	1	...	...	...	...	...	...	...	...	3	...	12
42	Maddikera	"	1892	"	10600	14	1	...	1	...	...	E	1	1	1	1	1	1	2	2	2	...	...	...	...	...	...	12
43	Kampli	Bellary	1896	"	7891	15	1	1	1	...	...	E	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	10
44	Bayadrug	"	1896	"	15580	15	1	1	1	...	...	E	1	2	...	1	1	2	4	1	3	...	...	...	...	...	...	...
45	Vellaru	E. Godavari	1939	Minor	3000	11	...	...	...	...	...	S	...	...	11	...	...	...	...	...	...	...	2	...	...	...	...	...
46	Alamuru	"	1924	"	5000	11	...	1	1	...	...	S	3	...	1	3	...	...	...	...	...	...	2	1	...	...	...	...
47	Yeditha	"	1933	"	8000	16	...	...	1	...	...	S	...	...	...	7	2	1	...	...	...	...	...	...	...	...	...	...
48	Kapileswarapuram	"	1927	"	8000	15	1	1	1	...	...	S	3	...	7	3	1	...	...	...	1	...	...	...	...	...	3	14
49	Pallivela	"	1940	"	1500	11	1	...	1	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	9
50	Addi	"	1929	"	2000	13	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
51	Bodasakurru	"	"	"	4800	15	...	...	3	...	...	S	3	...	3	4	4	...	...	1	...	...	...	...	...	...	...	...
52	Kotapeta	"	1894	"	12000	9	...	...	1	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
53	Pullekurru	"	...	"	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
54	Balantram	"	...	"	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

55	Venkatayapalem	E. Godavari	...	Minor	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
56	Isaparru	W. Godavari	1936	,,	2700	15	...	...	...	...	...	...	2	...	3	...	...	1	...	...	...	4	1	...	...	...	...	...	...	...	...
57	Itempudi	,,	1929	,,	1000	9	...	...	...	...	...	...	2	3	...	...	3	1	...	...	...	...	...	...	...	...	...	...	...	...	...
58	Vasadi	,,	1931	,,	3500	9	...	...	...	...	...	S	1	3	1	...	1	...	3	...	...	...	...	...	...	...	...	...	...	...	...
59	Pittala-Vemavaram	,,	1922	,,	2800	11	1	...	...	...	...	S	...	2	1	1	5	...	1	...	...	...	...	...	...	...	...	...	...	...	...
60	Gogoti	,,	...	,,	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
61	Mukkamala	,,	1917	,,	3298	15	...	...	...	...	...	S	1	...	...	5	1	...	1	3	1	3	...	...	...	...	...	...	...	...	...
62	Palakoderu	,,	...	,,	4400	11	...	1	1	...	...	S	...	8	...	...	...	...	...	2	1	...	...	...	...	...	...	...	...	...	...
63	Kandavilli	,,	1932	,,	7000	16	...	1	1	...	...	S	2	4	5	...	1	...	...	...	4	...	...	4	...	...	...	...	...	...	...
64	Aravalli	,,	1927	,,	3600	11	...	...	...	...	...	...	...	...	...	1	...	...	...	9	1	...	...	...	...	...	...	...	...	...	...
65	Kothavalasa	Vizagapatam	1929	,,	5000	15	1	1	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	2	9	...	...	...	...	...	...
66	Bhogapuram	,,	1929	,,	4800	13	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
67	K. Jagannadhapur	,,	1935	,,	5800	13	1	...	1	...	...	S	...	...	...	...	...	...	...	6	6	...	1	...	...	...	...	...	...	...	...	...
68	Vadada	,,	1938	,,	4000	15	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
69	Pedabogila	,,	1939	,,	5000	12	1	1	1	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
70	Sitanagaram	,,	...	,,	...	...	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	...
71	Choudavada	,,	1934	,,	4000	14	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
72	Gokavaram	,,	...	,,	...	...	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
73	Bayyavaram	,,	...	,,	...	...	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
74	Govada	,,	...	,,	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
75	Bukkapatnam	Anantpur	1891	,,	1000	8	...	...	...	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
76	Bukkarayasamudram	,,	...	,,	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
77	Brahmanayeleru	,,	1920	,,	1400	9	...	...	...	...	...	S	...	...	...	...	...	3	...	...	...	2	1	...	2	...	...	...	...	...	...
78	Konakondla	,,	...	,,	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
79	Lepakshi	,,	1927	,,	3123	8	...	...	...	...	...	S	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	5	...
80	Gorantala	,,	1926	,,	3000	9	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
81	Kallur	Kurnool	1933	,,	1400	9	...	...	...	...	...	S	...	...	...	...	...	3	...	...	...	2	1	2	...	...	...	...	...	...	...
82	Jobsrapuram	,,	...	,,	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
83	Veldurti	,,	1929	,,	4500	12	...	...	...	...	...	S	2	2	...	...	...	1	3	...	...	...	1	2	...	...	...	...	...	...	...
84	Betamcherla	,,	1884	,,	8000	13	1	1	...	...	...	B	1	...	...	...	...	...	...	...	...	6	1	1	...	4	12	...	...	...	...
85	Gudur	,,	...	,,	6000	14	1	1	...	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	3	11	...	...	...	...
86	Muddapur	Bellary	1940	,,	1000	8	...	...	...	...	...	B	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

Note: Total of members by caste-wise composition differed from the number of members on the Board as the difference was due to unfilled in vacancies.

† S. O. — Special Officer.

‡ B.—Ballot and S.—Show of Hand.

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Section IV: Irrigation Panchayats in Madras

PART I

Administrative and Legislative Position on the Eve of Enquiry

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A. Structure: Irrigation was looked after not by the usual Village Panchayat Boards, but by separate Panchayats called the Irrigation Panchayats with separate constitution, finance and powers, working under the supervision and control of the Revenue Department and the Board of Revenue.

It was difficult to trace the regular historical evolution of these Irrigation Panchayats. The brief back-ground given here was based on the available information in the several Collectorates. It was found that the Irrigation Panchayats as such were very few in number, in the whole Presidency and even those few were to be found only in the Andhra Districts of Nellore, East and West Godavari, Kistna, Anantapur and Bellary. In 1913, there were about 8 Irrigation Boards in Nellore, Sarvepalli, Kovvur, Kavali, Ponnalur, Ravur, Kandukur, Karedu, Gudur and Kota. The constitution of the Irrigation [642] Board was given in G. O. No. 2311 dated 14th October, 1915 as below, as in the case of Sarvepalli. The Irrigation Board, consisted of village elders, was: 1. to manage irrigation under the reservoir; 2. to see that no field suffers for want of water at the cost of another; 3. to get all their difficulties removed by correspondence with the P. W. D. and Revenue; 4. to see that the rules were properly enforced; and 5. to exercise a general supervision over the work of the Panchayat and to guard specially that richer ryots were not benefitted at the expense of the poorer ryots and to supply labour to the P. W. D. on requisition.

The Board should meet at least once a year. Anybody feeling the necessity for a meeting was to inform the head Karnam about it, who would intimate to the delegates.

The members of the Board would elect among themselves a President and Secretary. Their duties were: 1. to discuss in the meetings all topics relating to irrigation of the locality; 2. to convey the decisions by the delegates to be signed by them; 3. to

312 communicate the decisions to all the ryots as well as to Tahsildars; 4. to inspect all the lands; 5. to inform the P. W. D. whenever action is to be taken; 6. to publicize the decision to all parts of the village; 7. to make one among the Board for presiding at the time of the meetings; 8. to treat the decision of the majority as the decision of the Board; 9. in case of equal voting to see that the President shall have the casting vote; and 10. if even on the requisition of the Collector, the Panchayat did not serve water, it would be fined.

The functions of the Karnam were: 1. to maintain a register of delegates; 2. to convene a meeting of the delegates with a notice; and 3. to maintain the attendance of the Board.

The electorate for the Irrigation Panchayat consisted of the Pattadars who would enjoy the water from the sluices and they elected 3 delegates for each sluice.

But when the opinion of the several District Collectors was invited for the advisability of adopting such a system, most of them were not in favour of it.

312 642 The Irrigation Panchayat Act was ultimately passed in 1928. According to G. O. 109, the constitution, powers and functions of these informal Panchayats were: 1. ryots owning cultivation lands and tenants or their nominees were the electorate; 2. Revenue Divisional Officer to convene a meeting of the electorate for the election of the Panchayatdars who would be not more than 5, such that at least one Panchayatdar from each village, served by irrigation source, should be on the Panchayat; 3. the working period was 3 years, but at the annual meeting under the presidentship of the Revenue Divisional Officer any one member can be removed on complaint; 4. the President of the Panchayat was to be elected by them; 5. the, meetings of the Panchayat should be held at least once a month presence of 3 members being treated as quorum; 6. the date of meeting to be intimated 3 days in advance in a public place and copies of the minutes of meetings were to be sent to the Collector and Executive Engineer; 7. the District Collector could dissolve any Irrigation Panchayat without offering any reasons; 8. the Irrigation Panchayat would regulate the manner and order in which the wet-lands under the channel should be irrigated, the time at which the supply of water should commence, the period during which the supply of water should continue and the quantity of water to be supplied, the supply let into the channel would be determined by the officers of the P. W. D.;

9. the Irrigation Panchayats should not effect any alterations to sluices or masonary works or make any alterations in the channels or interfere with any headworks; 10. the Panchayat shall be responsible for keeping water over the bund during the rainy seasons; 11. the Panchayat should make good any damage to the bund sluice, head-work etc., resulting from their mismanagement; 12. the Government may sanction a grant for the up-keep of the channels and masonry works; and 13. the Panchayat should maintain an account of expenditure and receipts.

B. Finance: The Government gave them small annual grants. As these were usually very meagre, the Irrigation Panchayats depended to a great extent on the funds they collected by way of subscriptions from the local ryots for the improvement and repairs of irrigation sources.

C. Functions: The functions of the Irrigation Panchayat were to see that richer ryots did not get more water at the expense of the poorer ryots, to keep the water sluices in order, to send intimations to the Public Works Department in time and to make representations in the matter of any difficulty.

D. Supervision and Control: Irrigation Panchayat supervision was entrusted to the Revenue and the Public Works Departments. They had to submit periodical reports of work to the Tahsildar or the Revenue Divisional Officer who was supposed to be their immediate superior authority.

PART II

Actual Conditions Revealed by the Survey

Irrigation Panchayats were at Brahmanayeleru in Anantpur, Bhimavaram and Cherukumilli in West Godavari, Jaggayapeta in Kistna, Kampli and five informal Irrigation Panchayats at Chinatam. balem, Avinamadugu, Daroji, Haganuru and Sirigupa in Bellary. Palem River Irrigation Scheme, a registered cooperatived society since 1927, would deserve special mention as it was first of its type in the Presidency.

A. Structure: The membership of these Irrigation Panchayats varied from Panchayat to Panchayat. For instance, while Bhimavaram Irrigation Panchayat consisted of 5 members, Cherukumilli Irrigation Panchayat in the same district consisted of 10 members; while Kampli Irrigation Panchayat in Bellary consisted of 7 members, the Irrigation Panchayat of Brahmanayeleru in Anantapur consisted of 4 members,

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Section V: Forest Panchayats in Madras

PART I

Administrative and Legislative Position on the Eve of Enquiry

311 Forest Panchayats in Madras can be traced back to 1912 when the Forest Committee recommended the formation of Forest Panchayats in the interest of economy and of bringing together the villagers and the Government. Establishment of Forest Panchayat was announced by a Gazette Notification to the villagers. It was considered good to choose single village as the area of a Forest Panchayat, but sometimes it was considered more advantageous to club together more villages with their grazing areas and to place these under a single Forest Panchayat elected by the conference of the villagers.

The Revenue Divisional Officer or his deputies went to the village for conducting elections. The number of seats was determined by the number of cattle owners in the village. Efforts were to be made as far as possible to represent members of all the communities. In the case of Forest Panchayats in South Canara, where the forest was used for leaf cutting alone, the body of the electors consisted of permit holders only.

[642] B. S. O. 195 of Madras gave all the details regarding the elections, finances, functions and supervision of the Forest Panchayats. The position of the Forest Panchayats during 1930–40 was as given in Table No. 21.

A. Structure: The resident cattle owners of the village were to form the electorate to elect the members of the Forest Panchayat and the Panchayat, its President. The Government transferred to these Forest Panchayats the management of forests with a view to create interest in the ryots for the preservation of areas entrusted to them. Usually an agreement was entered into between the Government and the management whereby the Panchayat was authorised to issue a specified number of grazing permits, to collect grazing fees at stipulated rates, and to enjoy minor forest produce. In return the Panchayat agreed to protect the forest from illegal grazing and goat browsing, fire accidents by employing sufficient number of watchers and also to pay to the Government a fixed rent every year for the forest